

RWANDA



Rwanda is continuing its efforts to overcome its tragic past as it seeks to improve the economic, health, and social well-being of the Rwandan people. The country is still grappling with the 1994 genocide in which up to one million people were killed. This legacy underlies the Government of Rwanda's (GOR) attempts to balance the goals of maintaining internal security and consolidating democracy. Although there has been dramatic progress in rebuilding the country's infrastructure and economy since 1994, issues related to reconciliation continue to affect all aspects of society. Poverty remains pervasive, population growth remains high, and human capacity remains limited. The key U.S. priority is assisting Rwanda by strengthening the GOR's ability to rule justly and fairly, provide basic services for the populace, and foster economic growth.

FOREIGN RELATIONS: Rwanda is an active member of the international community and has remained in the international spotlight since the genocide. Rwanda is an active member of the UN, having presided over the Security Council during part of 1995. The UN assistance mission in Rwanda (UNAMIR), a UN Chapter Six peacekeeping operation, involved personnel from more than a dozen countries. Most of the UN development and humanitarian agencies have had a large presence in Rwanda. At the height of the humanitarian emergency, more than 200 nongovernmental organizations were carrying out humanitarian operations. In addition to receiving assistance from the international community, Rwanda has also contributed to international peacekeeping missions. Currently, Rwanda Defense Forces (RDF) has four 800-strong battalions deployed in support of the UNAMID Mission in Darfur and one battalion in UNMIS (southern Sudan). As of January 2009, Rwanda was training its 18th peacekeeping battalion since 2006.

Several west European and African nations, including Belgium, Canada, China, Egypt, the United Kingdom, Libya, the Netherlands, Russia, Sweden, the Holy See, and the European Union maintain diplomatic missions in Kigali.

In 1998, Rwanda, along with Uganda, invaded the Democratic Republic of the Congo (D.R.C.) to back Congolese rebels trying to overthrow then-President Laurent Kabila. Rwandan troops pulled out of the D.R.C. in October 2002, in accordance with the Lusaka cease-fire agreement. In December 2008, after months of bilateral discussions, Rwanda and the D.R.C. announced a joint military operation against a root cause of instability in the Great Lakes Region--the FDLR (Democratic Forces for the Liberation of Rwanda). As of January 2009, Rwandan forces had entered the Congo and begun joint operations with the Congolese armed forces, the FARDC, against the FDLR. The two nations' forces also cooperated in reintegrating renegade general Laurent Nkunda's CNDP rebel force into the FARDC; Nkunda was detained by Rwandan authorities.

In the fall of 2006, Rwanda broke diplomatic relations with France, following a French judge's indictment of senior Rwandan officials on charges of having participated in the shooting down of the presidential jet in 1994. Rwanda rejects these charges. Following her November 2008 arrest in Germany and transfer to

France, Chief of Presidential Protocol Rose Kabuye, one of those so charged, began her defense in a Paris court in January 2009. Rwanda, along with Burundi, joined the East African Community in 2007.

U.S.-RWANDAN RELATIONS: U.S. Government interests have shifted significantly since the 1994 genocide from a strictly humanitarian concern focusing on stability and security to a strong partnership with the Government of Rwanda focusing on sustainable development. The largest U.S. Government programs are the President's Emergency Plan for AIDS Relief (PEPFAR) and the President's Malaria Initiative, which aim to reduce the impact of these debilitating diseases in Rwanda. Other activities promote rural economic growth and support good governance and decentralization. Overall U.S. foreign assistance to Rwanda has increased four-fold over the past four years.

A major focus of bilateral relations is the U.S. Agency for International Development's (**USAID**) program. In support of the overall Government of Rwanda development plan, USAID aims to improve the health and livelihoods of Rwandans and increase economic and political development. To achieve this, USAID activities focus on:

- Prevention, treatment and care of HIV/AIDS;
- Reducing mortality and morbidity due to malaria;
- Increasing access to, and use of, voluntary family planning methods;
- Improving maternal and child health;
- Promoting rural economic growth through specialty coffee, dairy, and eco-tourism;
- Encouraging participatory governance and decentralization in 12 target districts;
- Promoting a democratic Rwanda, where the government respects human rights, civil liberties, and the rule of law; and
- Providing food aid to the most vulnerable populations.

In September 2008, Rwanda signed a Threshold Country Plan (TCP) agreement with the Millennium Challenge Corporation (MCC). The TCP is implemented by USAID and focuses on strengthening the justice sector and the press, promoting civic participation, and political rights and civil liberties.

The State Department's Public Affairs section maintains a cultural center in Kigali, which offers public access to English-language publications and information on the United States.

American business interests have been small; currently, private U.S. investment is limited to the tea industry, franchising (FedEx, Coca-Cola, Western Union, and Moneygram) and small holdings in service and manufacturing concerns. Annual U.S. exports to Rwanda, under \$10 million annually from 1990-93, exceeded \$40 million in 1994 and 1995. Although exports decreased in the years immediately after the genocide, in 2007 they were estimated at approximately \$17 million, a 20% increase over 2006.

Peace and Security: U.S. assistance, provided through the Department of State, will continue to focus on enhancing the professional, technical, and tactical proficiency of the Rwanda Defense Forces, including training to strengthen the Rwandan military's capacity to participate in peacekeeping operations. Rwandan troops are disciplined and professional, and are an essential part of the UN peacekeeping mission in Darfur. U.S. assistance will also support training for Rwandan military personnel in human rights, military justice, and civil-military relations.

Governing Justly and Democratically: Improving governance and strengthening democracy are top priorities for U.S. assistance. This includes ensuring full respect for the rule of law and human rights.

The U.S. Agency for International Development (USAID) will support programs intended to strengthen the justice system, increase access to justice, build the capacity of local government, promote national reconciliation, enhance political competition and consensus-building, and strengthen civil society. Overall, funding will strengthen public institutions, increase the capacity of decentralized local governments, and develop more vibrant political parties, civil society, and media. Specifically, U.S. assistance will support the capacity of national and local civil society organizations to provide input into local and national government policies and decision-making.

Investing in People: Rwanda has made significant progress in the health sector, but needs to accelerate the pace of improvements to break the cycle of poor health and poverty. Rwanda's maternal mortality and life expectancy indicators are among the worst in Africa, while under-five mortality remains a serious health concern. The United States will continue to work collaboratively with the GOR to provide high impact maternal and child health (MCH) services and expand access to voluntary family planning services while strengthening the overall health system. Priority MCH services include, but are not limited to, antenatal care, safe and clean assisted delivery, essential and emergency obstetric care, essential newborn care and immunization. USAID will also support capacity building, including the development of human resources for health. The United States is the largest donor in the health sector and its contributions have led to marked improvements in maternal and child health programs, including a 61 percent increase in the number of women delivering in health facilities between 2005 and 2008. Funding will build on these achievements and work to break the cyclical relationship between poverty and health. USAID provides basic education through programs that improve access to educational materials to teachers and administrators, and expand education and workforce skills development opportunities for youth. U.S. assistance under the President's Malaria Initiative (PMI) will expand efforts to scale up proven preventive and treatment interventions to achieve 85 percent coverage among vulnerable groups in order to reach the PMI goal of reducing malaria-related morbidity by 50 percent. The FY 2010 request level for Rwanda does not include the total projected funding for PMI. Decisions on allocations of centrally managed funds will be made when the FY 2010 operating year budget is set. Linkages with the President's Emergency Plan for AIDS Relief (PEPFAR): Rwanda will receive significant support to build partnerships to provide integrated prevention, care and treatment programs throughout the country and support orphans and vulnerable children.

Focus on Performance: This is a new indicator and target and is based on the estimated number of civil society organizations (CSOs) that can be intensely engaged with these new funds. This indicator captures USAID's goal to assist in increasing the capacity of NGOs to engage proactively in advocacy and watchdog functions. CSOs were devastated by Rwanda's 1994 genocide. Since then, the number of local CSOs has surged, but their limited skills, weak organizational capacity, and the government's tendency to see civil society as implementers of government policy have rendered them largely ineffective. The government has begun to express growing interest in building the capacity of a stronger civil society at both the national and local levels, with the intention of letting civil society monitor government policy implementation as a result. These funds will be used to build the capacity of Rwandan civil society to act as agents for reform, monitor government performance, participate in democratic decision-making, articulate and represent their members' interests, engage in service delivery, and advocate for public policy reform. These funds will enhance U.S. efforts to strengthen democracy in Rwanda, and may result in Rwanda passing the governance and voice and accountability indicators that are vital for full MCC compact consideration. Increase in funds for FY 2010 will allow for larger purchase of commodities, including insecticide treated nets (ITNs) and the insecticide used in IRS (indoor residual spraying). Expansion of these key interventions will move Rwanda towards the malaria pre-eradication phase. Large commodity purchases will increase impact of the spraying program leading to malaria's decline as a leading cause of morbidity and mortality. In 2006, malaria was the leading cause of morbidity and mortality in Rwanda, representing 37 percent of outpatient consultations and 41 percent of hospital deaths. By 2007 these figures had fallen to 15 percent and 22 percent, respectively, and malaria had

become the second leading cause. FY 2008 results are below target due to cancellation of a spray round, equivalent to approximately 200,000 houses not sprayed in 2008. In addition, only a portion of a second round was conducted during the 2008 fiscal year so all results could not be included, but are captured in the FY 2009 target, thereby inflating the FY 2009 target higher than it would otherwise be if pursued with FY 2009 funding only. Barring significant rains, results for FY 2009 are expected to be on target. Requested FY 2010 funding levels, higher than for FY 2009, would allow for the spraying of more households and an expansion of geographical coverage from previous spray rounds. This is a new indicator being added to the Mission's performance framework to measure the impact of family planning services. The Mission has opted not to use couple years protection (CYP) as a representative indicator until data compilation and quality issues are resolved. The above indicator better captures the results of the expansion of training, promotion of family planning messaging, and service provision that can be implemented with increased family planning funding. In addition, this indicator includes male involvement as vasectomy coverage increases. As targets have not been previously set, the out-year targets, including those for 2009 and 2010, are estimates based on information collected by a few partners to date. Targets will be improved when the Interim Demographic and Health Survey data is released. The focus of these additional funds is on increasing the agricultural productivity and improving the livelihoods of previously underserved small landholders, who form 80 percent of the total population. The additional funds will improve livelihoods through a multifaceted approach across the farming cycle connecting farmers to markets, from the improvement of rural farmer-to-market roads, to improving the land available for farming through hillside terracing intensification, and strengthening post harvest handling and storage facilities and management capacity. In FY 2008, results exceeded targets due to a training of trainers strategy where cooperatives/associations trained in FY 2007 then trained other associations in FY 2008. The FY 2010 target reflects an estimate of the universe of organizations that can receive more intensified assistance and benefit from other interventions with this estimated funding level. Funding for private sector competitiveness will support USAID's diverse investments in trade capacity building, with a particular focus on improving the capacity of agricultural producer organizations to diversify agricultural export products, improve regional trade transactions and increase smallholder revenues. A focus on management practices will increase the volume and value of targeted agricultural export products in support of the Government of Rwanda's rural development strategy. USAID has adopted an approach that fosters market driven agricultural development, regional comparative advantages and agricultural professionalism. This approach fits well with the National Strategy that recommends an intensive agricultural system and concentration on limited agricultural crops for more productivity and an increase in export capacity.

Economic Growth: U.S. assistance will focus on transforming the agriculture sector from subsistence to market-led commercial agriculture. In particular, USAID supports development of private sector productivity in the agribusiness sector, including commercially competitive specialty coffee and other high value exports. In 2000, Rwanda did not export any specialty coffee. Largely due to U.S. assistance, 2008 export revenues from this sub-sector export are expected to be at least \$7.5 million. Funding will also support the provision of technical expertise to improve the business enabling environment and facilitate international trade by reducing administrative burdens faced by exporters and investors. Programs also protect Rwanda's rich biodiversity through the promotion of sustainable eco-tourism. With larger and more concentrated investments in agriculture to address the structural imbalance in supply and demand of food supplies, a sub-regional approach is being taken to increase the production and marketing of food staples, reduce food prices, and increase incomes and revenue needed to buy food. As part of the U.S. Global Food Security Response, USAID will work with Rwandan and international private companies, local and international non-governmental organizations, farmer organizations, national and regional agricultural research and trade organizations, to increase agricultural productivity and production through deployment of technologies and management practices. Regional trade in food staples will be increased through improvements to food staple market structures and in the operation of key trade

and transport corridors. Sound market-based principles will be promoted to ensure that staple food systems are working effectively.

Linkages with the Millennium Challenge Corporation

Rwanda signed a Millennium Challenge Corporation threshold program agreement in October 2008. The threshold program will address Rwanda's voice and accountability, civil liberties, and political rights indicators by strengthening the judicial sector and civic participation, building the capacity of journalists and media outlets, and promoting civil rights and liberties.